City of Seattle

Department of Planning & Development
D.M. Sugimura, Director

CITY OF SEATTLE
ANALYSIS AND DECISION OF THE DIRECTOR
OF THE DEPARTMENT OF PLANNING AND DEVELOPMENT

Application Number: **3010519 and 3010902**

Applicants Name: Permits NW for the University of Washington

Address of the Proposal: **1315 NE Campus Parkway and 1309 NE Campus Parkway (Block 35)**

SUMMARY OF PROPOSED ACTION

Land Use Application to allow a new seven story, 298 room congregate residence (University of Washington, student housing). Review includes 61,709 sq. ft. demolition of existing structures (apartment and office building). Project proposes alley vacation for the full block development. Parking for two vehicles to be provided on the site. Environmental documents prepared by the University of Washington.

The following approval is required:

SEPA – to approve, condition pursuant to 25.05.660.

SEPA DETERMINATION: [ ] Exempt [ ] DNS [ ] MDNS [X] EIS*

[ ] DNS with conditions

[ ] DNS involving non-exempt grading, or demolition, or involving another agency with jurisdiction.

*The University of Washington Capital Projects Office prepared a Draft Supplemental Environmental Impact Statement (DSEIS), published in July of 2009. The University published the Final SEIS in November, 2009.

BACKGROUND INFORMATION:

Site and Area Description

This application is for a new residential and commercial development for the site identified by the University of Washington (University) as Site 35 which is split with the west half block designated MIO-105-MR and the east half block designated MIO-65-NC3 65. This project is located in the University of Washington (University) West Campus.

A Minor Plan Change, Interpretation Number 09-006 (DPD # 30010443) was approved by the Department of Planning and Development (DPD). DPD approved the required structure setback from property lines to be reduced to zero in three locations; that 3,000 new student beds be developed; and the Cavalier Apartments be included in the development area known as 35W. An alley vacation for Sites 35W has received preliminary approval by the Seattle City Council. Final approval would follow completion of the new project on the site.

Project Description

West Campus Development Plan

The Final Supplemental Environmental Impact Statement (FSEIS) identified a Preferred Alternative for the *West Campus Student Housing Project*. Phase 1A of the Preferred Alternative entails the development of three new residence hall facilities and a new student apartment facility on CMP-Seattle 2003 sites 31W, 32W, 33W and 35W and would accommodate approximately 1,645 new student residence beds. The new student housing buildings would include residence hall program space, retail, academic or office space on the ground level with bedrooms on the levels above. Open space, public space and landscaping are integrated throughout the housing sites to create a live, learn, work and play campus atmosphere. Demolition of onsite buildings and parking would occur. In addition, two alley vacations have been requested on Sites 32W and 35W.

A total of approximately 619,015 square feet of new uses associated with housing, academic, office, residence hall support, retail and parking space would be developed under Phase 1A. Approximately 542,501 square feet of the development would be dedicated to housing providing approximately 1,021 new bedrooms comprised of 1,200 residence hall beds and 346 apartment beds; for a total of 1,645 new beds. Approximately 35,539 square feet of development would be designated for support uses such as a café, office space, an exercise area, classrooms, an auditorium, a banquet hall, a retail market or other uses which could accommodate approximately 47 employees. Approximately 131 parking spaces would be provided on the four sites with the majority located at Site 31W. Bicycle parking would be provided at each site with a total of 215 bicycles parking spaces provides at the four sites. Building heights would range from 6 to 7 stories; building heights range from 65 to 70 feet.

It is anticipated that Phase 1A would be available for occupancy in the fall of 2012 and Phase 1B housing would be available for occupancy in the fall of 2013.

Parking is managed campus-wide rather than site by site or project by project. The *Campus Master Plan – 2003* includes the approved University of Washington Transportation Management Plan. All existing parking spaces on the proposed development sites would be replaced through a combination of provision of new spaces, utilizing existing parking capacity in other areas of campus or other arrangements with the University of Washington Commuter Services for the accommodation of displaced spaces.

The four sites included in Phase IA of the West Campus Student Housing Project are located in the University's West Campus area in subarea S/W-1. S/W-1 area is bounded by Eastlake Avenue NE to the west, Lincoln Way to the South, 15th Avenue NE to the east and NE 42nd to the north.

Site 35W Project Description

Site 35W is a full-block site comprises of 35,261 square feet including 2,245 square feet currently held in public right of way associated with an onsite alley. Site 35W is bounding by Brooklyn Avenue NE and Terry-Lander Residence Hall to the west, NE 40th Street and University academic and office buildings to the south, University Way NE and the College Inn to the east and NE Campus Parkway to the north.

The western portion of site 35W consists of the 5-story Cavalier Apartment Building which a 48 unit apartment building. This building was recently purchased by the University. The eastern portion of Site 35W consists of the University Arts Ticket Office, the 1,500 square foot Drama Studio and 1,300 square feet of office space. Each of these existing buildings on the site are proposed for demolition. Approximately eight employees work at this site. A University-owned parking lot (Lot W6) is located onsite and includes 56 parking spaces. A vacated 14-foot wide north/south mid-block alley bisected the site from NE Campus Parkway to NE 40th Street.

Development on Site 35W would have approximately 192,842 square feet of building space providing 584 resident beds built around a central, open courtyard and terrace. The development would be comprised of a 6-story, 65-foot tall residence hall with one basement level below grade. The first two floors of the building would accommodate commons and services areas for residents which could include: a banquet hall, a 200-seat auditorium, meeting rooms, classrooms, the Arts Ticket Office, administrative office space or other uses which could accommodate up to 18 employees. On the street level in the northeast portion of the proposal there would be an approximately 8,500 square feet retail market and a 3,330 square foot courtyard accessible to both students and the general public. Residences would be provided on the upper floors.

The project includes the demolition of the following structures: the Cavalier Apartments, the Arts Ticket Office and Drama Studio (to be relocated to the project), removal of the vacated 14 foot-wide north/south midblock alley; the demolition/relocation of two bus shelters and removal of onsite parking lot (Lot W6).

Approximately 9,215 cubic yards of excavation would be required.

Per the *CMP-Seattle 2003*, the maximum building height permitted on the eastern portion of Site 35W is 65 feet and the maximum building height is 105 feet on the western portion of the site. Building heights on this site would be developed to 65 feet on both the east and west portions of the site.

Per the *CMP-Seattle 2003*, no setbacks are required on site 35W and no setbacks are assumed for development on this site.

An alley vacation has been approved. The alley space will remain and would be developed with student housing in order to maximize developable area and achieve student housing goals. Service access would be provided by a privately-owned and maintained service driveway and turnaround on the eastern portion of the site on the ground level.

On-site public benefits would include an 8,500 square foot market to be located in the northwest corner of the development, with frontage on both Campus Parkway and University Way serving the entire community. An internal 3,330 square foot courtyard would be internal to the site with outdoor seating available to the general public.

Off-site public benefits would include an enhanced pedestrian streetscape along NE Campus Parkway, University Way and NE 40th Street, providing enhanced planting along Brooklyn Avenue NE, traffic calming along Brooklyn Avenue NE by narrowing the roadway, new northbound bike lane and southbound shared bide and car right-of-way on Brooklyn Avenue NE and improvement of street crossings on Brooklyn Avenue NE with special focus on the intersection of NE Campus Parkway and Brooklyn Avenue NE.

Load and unload zones are currently provided along NE 40th Street along the southern boundary of the site and would continue to be utilized. Two parking stalls would be provided on site to meet ADA requirements. No other parking would be provided on this site.

To accommodate the approximately 56 existing parking spaces displaced during construction and provide the 75 parking spaces required to meet the standard of the *CMP-Seattle 2003* for single student housing, accommodations for parking would be provided over time though a combination of new spaces within Phase 1A and Phase 1B sites, utilization of existing parking capacity in other areas of campus and/or other arrangements with University Commuter Services.

Pedestrian access would be provided by two building entrances on the west side of the building off of Brooklyn Avenue NE, one entrance off NE Campus Parkway and an entrance off of University Way NE. Additional entrances would be provided for other onsite uses including the ticket office and food service uses.

Approximately 76 bicycle parking spaces would be provided onsite including both covered bicycle parking and bicycle lockers.

Approximately 12 employees work within the residence hall facility. A lawn area south of the existing Mercer Hall is currently indicated as an open space area in the *CMP-Seattle 2003*.

The residential units would be oriented toward the exterior of the site while the interior would be a courtyard with a landscaped terrace above the basement level below. Consistent with City of Seattle standards, street trees would be provided around the outside perimeter of the residence hall. Some street trees would be retained at Campus Parkway and in-filled with new street trees, as needed.

Per University policy, parking for new student residents of the residence halls and one apartment facility would occur under Phase 1A and the two apartment facilities under Phase 1B, as well as existing spaces displaced for the construction of the new housing facilities.

Accommodations for a total of 256 parking spaces would be required to be meet the parking requirements of the Phase 1A housing projects (based on the *CMP-Seattle 2003* development standard of one parking space per four bedrooms) and from 180 to 320 parking spaces to accommodate the requirements of Phase 1B. It is assumed that 131 new parking spaces would be constructed within the four Phase 1A sites, with the majority of the new parking on Sites 31W; from 7 to 623 parking spaces could be provided in Phase 1B, with the majority of the new parking spaces on Site 29W/42W.

A total of 271 existing University parking spaces would be displaced on the four Phase 1A sites to accommodate new housing development. 131 parking spaces would be constructed within the Phase 1A sites in order to replace a portion of the displaced parking spaces, with the majority of the new parking on Site 31W. For the remaining approximately 140 displaced parking spaces not physically replaced in Phase 1A, accommodations for parking would be provided over time through existing parking capacity in the West Campus or other arrangements with the University Commuter Services.

A total of 107 existing University parking spaces would be displaced in the two Phase 1B sites to accommodate new student housing development. Consistent with City of Seattle standards, street trees would be provided around the outside perimeter of the residence hall. Some street trees would be retained at Campus Parkway and in-filled with new street trees, as needed.

Existing utilities are adequate to serve the project.

PUBLIC COMMENTS

Notice of Application for the project was published by DPD on January 25, 2010. The required public comment period ended on February 7, 2010. No comments were received by DPD. Three letters were received by the University of Washington commenting on the Draft Supplemental EIS. These letters and written responses to them are found in Chapter 3 of the Final Supplemental EIS. Comments and questions concerned parking, pedestrian traffic, noise, security, loss of light and air space.

ANALYSIS-SEPA

The environmental analysis of the EIS Alternatives presented in the Draft SEIS for student residences in the West Campus area represented an important information tool utilized by the University of Washington in the determination of the most appropriate density of development on the sites. A preferred plan for student housing development on the sites was not identified at the Draft SEIS stage. The Draft SEIS analyzed environmental conditions under a range of site development scenarios, including three SEIS Alternatives meeting the objectives of the University for the sites (Alternatives 1 though 3) and the No Action Alternative (Alternative 4). These Draft SEIS Alternatives represented a full range of student housing densities that the sites could accommodate in light of: the University of Washington's objectives as applicant and existing/proposed provisions of the *CMP-Seattle 2003*.

The initial disclosure of the potential impacts from this specific project was made in the Draft Supplemental Environmental Impact Statement (DSEIS) issued by the University of Washington in July of 2009. The information in the document, the supplemental information submitted by the applicant and the experience of the lead agency and the City of Seattle with the review of similar projects form the basis for this analysis and conditioning decision.

The SEPA Overview Policy (SMC 25.05.665D) clarified the relationship between codes, policies and environmental review. Specific policies for each element of the environment, certain neighborhood plans, and other policies explicitly referenced may serve as the basis for exercising substantive SEPA authority.

The Overview Policy states, in part, "Where City regulations have been adopted to address an environmental impact, it shall be presumed that such regulations are adequate to achieve sufficient mitigation," subject to some limitations. Under such limited circumstances (see SMC 25.05.665.D.1-7), mitigation may be considered by the Department.

Short-term Impacts

The project is likely to have short-term adverse, construction-related environmental impacts with respect to vegetation, earth, noise, air, water quality, traffic, and pedestrian circulation. No other elements of the environment appear likely to be adversely affected, and no other elements have been identified in the Supplemental EIS.

Air, Earth, and Water. The project is likely to cause some minor soil erosion from grading and other site work while the earth is exposed. These include decreased air quality due to dust and other particulates produced by construction equipment and operations, and tracking of mud and dirt onto adjacent streets by construction vehicles. These air and earth impacts are expected to be minor in scope and would be limited to the period of site preparation. Several adopted City codes and ordinances provide adequate mitigation. The Street Use Ordinance provides for watering the streets to suppress dust; the Stormwater, Grading and Drainage Control Code provides for mitigation of earth impacts related to grading and excavation, such as soil erosion and runoff and the Seattle Building Code provides for appropriateness of construction measures in general. (In a separate section below, this analysis addresses truck traffic associated with construction activities.)

Approximately 28,400 cubic yards of cut material would result from the project. Truck related traffic from construction workers and equipment would impact roadways in the vicinity of the project sites. Truck traffic associated with site excavation and grading would also impact area roadways. Phase 1A would result in approximately 3,130 truck trips. Truck trips associated with excavation would be distributed over multiple days and during non-peak times. In addition to excavation-related truck traffic, materials and machinery deliveries are also anticipated.

Soil stabilization will be assured by compliance with the Stormwater, Grading and Drainage Control Code, and the Building Code. Further Director's Rule 2000-16 was developed to apply Best Management Practices (BMP's) to prevent erosion and sedimentation from leaving construction sites or where construction will impact receiving waters. The implementation of Best Management Practices, as contained in DR 2000-16, is a standard requirement for permit approval.

Construction will result in localized, short-term increases in particulate and carbon monoxide associated with the removal of existing pavement, excavation, grading, soil compaction and operation of heavy trucks and smaller equipment. On-site activity and periodic traffic delays on adjacent streets could contribute to slight increases in localized vehicle emissions of carbon monoxide and nitrogen dioxide. It is not anticipated that increased suspended particulates or carbon monoxide emissions would cause violation of any local ambient air quality standards.

Construction activities including worker commutes, truck trips, the operation of construction equipment and machinery, and the manufacture of the construction materials themselves result in increased carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not expected to be significant due to the relatively minor contribution of greenhouse gas emissions.

Noise. Short-term noise from construction would be generated during working hours. Noise levels during construction would be expected to comply with University standards and the City of Seattle Noise Ordinance. Potential mitigation measures are listed in the FSEIS. These measures will need to be implemented as necessary to meet the requirements of the Seattle Noise Ordinance and may be used, at the University's discretion, to obtain a higher degree of mitigation than required. The Seattle Noise Ordinance is enforceable to limit noise levels received at parcels in separate ownership from that of the generating parcel. No SEPA policy based mitigation of construction noise impacts is deemed to be warranted.

Circulation and Traffic. Pedestrian and bicycle routes would be temporarily affected by construction. Temporary bicycle and pedestrian routes would be in effect for the duration of all Phases. Some automobile parking spaces on or near the sites would be relocated to other parts of campus.

The University of Washington and the contractor for the project will prepare a construction traffic plan for workers and construction vehicles. This plan shall be submitted to DPD prior to issuance of a construction permit. The plan shall outline delivery routes for truck trips to minimize disruption to traffic flow on adjacent streets and roadways, including appropriate signage, flaggers, route definitions, flow of vehicles and pedestrians during construction. The plan shall identify truck and construction equipment circulation routes between the site and regional routes such as I-5 or SR 520. The plan shall require delivery trucks and material transportation trucks to avoid P.M. peak traffic periods on City streets after 3:30 p.m.

Parking. There will be a displacement of the existing parking lots on the proposed sites. There is both structured parking and surface parking located on campus within several blocks of the project sites. These facilities would serve as construction-worker parking and parking for any dislocated parking permit holders. There will also be the loss of 3 vehicle on-street parking spaces and up to 2 motorcycle on-street stalls. This loss of parking is not anticipated to be significant.

Greenhouse Gases. Construction activities including construction worker commutes, truck trips, the operation of construction equipment and machinery, and the manufacture of the construction materials themselves result in increases in carbon dioxide and other greenhouse gas emissions which adversely impact air quality and contribute to climate change and global warming. While these impacts are adverse, they are not expected to be significant due to the relative minor contribution of greenhouse gas emissions from this project.

Long-term Impacts

The following long-term or use related impacts were identified in the DSEIS and FSEIS and supporting documents: noise; land use; housing, aesthetics; historic and cultural resources; and transportation. Elements of the environment not discussed below are not adversely affected and/or are adequately mitigated by existing codes, ordinances and/or mitigating components of the proposal itself.

Land Use. The projects are consistent with the *CMP-Seattle 2003* and the University of Washington *Comprehensive Housing Master Plan 2006*. The project would result in the conversion of University property into student housing use which is consistent with the approved plan for the area. The project would primarily result in the displacement of existing parking, vacant buildings, University uses, and some existing residential uses.

Development on Site 35W would replace the existing Cavalier Apartment Building, University of Washington Arts Ticket Office, Drama Studio, and office space, as well as a surface parking lot (LotW6). The new six-story residence hall would contain a total of approximately 192,000 square feet of building area. The residence hall would include an approximately 8,000 square foot retail market store to serve the surrounding community.

The population increase, activity levels, noise levels, traffic and parking are all consistent with the uses in this part of campus and the surrounding residential and commercial areas.

Noise. The DSEIS and FSEIS notes that the City of Seattle's noise ordinance applies to receiving property lines and does not apply within the University Campus. It further states that new noise sources have the potential to exceed the more stringent nighttime noise limits. Through identified mitigation measures such as all outdoor mechanical systems (HVAC) would be designed, installed and operated consistent with applicable noise requirements; following the University of Washington Housing and Food Services Student Handbook; and enforcement of the City of Seattle Noise Ordinance by the University of Washington police on campus, the environmental documents determine that operational noise levels should be within prescribed limits, on and off campus. DPD concludes that no further mitigation is warranted in this regard.

Aesthetics – Character, Views, Light and Glare, Shadows. The Draft and Final SEIS's analyzed views, light and glare, shadows and the character of the area of the project sites. Impacts include: increase in the level of development; the height of the facilities would generally be consistent with other buildings in the surrounding area and be below the height limits identified in the CMP-Seattle 2003. Changes to the overall visual character of the West Campus would be consistent with urban development of the City and this area both the campus and the University District. The new development would introduce new sources of light and glare to the area; however significant adverse impacts are not anticipated. There will be some new shadows associated with development of the new facilities which is unavoidable with development of these sites, but significant impacts to surrounding uses is not anticipated. The project does not adversely impact any SEPA protected views. DPD concludes that mitigation is not warranted in this regard.

Cultural Resources. No previously recorded archaeological resources were identified within or adjacent to the Phase IA area. If resources of potential archaeological significance are encountered during construction or excavation, the responsible project manager/director should stop work immediately and notify the Department of Planning and Development and the State Department of Archaeology and Historic Preservation so that appropriate evaluation and consultation can take place before construction resumes. A SEPA based condition will be imposed to this effect.

Historic Resources. Consistent with the *CMP-Seattle 2003*, a Historic Resource Addendum (HRA) analyzed all potential development sites. The HRA's were included in Appendix C of the Draft SEIS. Two properties in the vicinity of Site 31W were identified in the University District Historic Survey Report (Brooklyn Building, five structures on Site 32W and the Cavalier Apartment Building on Site 35W), but these sites were later determined to be unlikely to meet the criteria for Seattle Historic Landmark designation. DPD concludes no mitigation is warranted.

Transportation. The Draft and Final SEIS analyzes transportation impacts to vehicle circulation, traffic safety, transit services, pedestrian and bicycle circulation and parking. Traffic impacts resulting from the project's long term (operational) use appear to be negligible at peak hours (FSEID pages 2-27 through 2-23). Pedestrian pathways, sidewalks, and bicycle pathways are provided throughout campus including the West Campus. There are sidewalks throughout the West Campus which will be maintained and enhanced. Each project includes bicycle parking and lockers. The environmental documents predict that available parking supply will be sufficient to meet project-generated demand. Phase 1B will provide parking for the entire West Campus and meet parking demands from the projects and in the surrounding uses. Existing parking utilization counts show that there is adequate parking availability in University parking facilities. Considering the analysis, DPD concludes that no further mitigation for long-term traffic and parking impacts is warranted.

CUCAC Review

CUCAC (City University Community Advisory Committee) has reviewed the projects and has made comments which are incorporated into the design of the projects. CUCAC did not submit a comment letter on the Draft SEIS.

DECISION – SEPA

DPD has analyzed the proposals as described in plans provided by the University, has reviewed the Draft and Final Supplemental Environmental Impact Statements issued by the University and exercises substantive SEPA authority to condition the issuance of construction permits for the proposed developments.

DPD approved the proposals subject to the conditions listed below.

CODE REQUIREMENTS

A Notice of Intent must be filed with the Puget Sound Clean Air Agency prior to demolition of buildings.

CONDITIONS – SEPA

Prior to Construction Permit Issuance (including grading, demolition and construction)

1. The University of Washington will prepare a construction traffic plan for workers, for review and approval by DPD for each construction project. The plan shall outline delivery routes for truck trips to minimize disruption to traffic flow on adjacent streets and roadways, including appropriate signage, flaggers, route definitions, flow of vehicles and pedestrians during construction. The plans shall identify truck and construction equipment circulation routes between the site and regional routes such as I-5 and/or SR 20. Truck related to the construction activity should avoid the afternoon peak from 3:30 - 6:00 PM, Monday through Friday.

Before and During Construction

The following condition(s), to be enforced during construction will be posted in a location on the property line that is visible and accessible to the public and to construction personnel from the street right-of-way. If more than one street abuts the site, conditions will be posted on each street. The conditions will be affixed to placards prepared by DPD. The placards will be issued along with the building permit sets of plans (or with the demolition permit if it is issued separately). The placards will be laminated with clear plastic or other weatherproofing material and will remain in place for the duration of construction. It is the contractor's responsibility to ensure that the subcontractors are informed of the conditions listed below.

2. If resources of potential archaeological significance are encountered during construction or excavation, the responsible project manager/director shall stop work immediately and notify the Department of Planning and Development and the State Department of Archaeology and Historic Preservation so that appropriate evaluation and consultation can take place before construction resumes.

Signature: (signature on file) Date: July 19, 2010

Scott Kemp, Senior Land Use Planner
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Land Use Services

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